



# Burns Harbor Comprehensive Plan Place Making 20/20



Original Master Plan: May 2009  
As Amended: August 2019



# **Burns Harbor Comprehensive Plan Place Making 20/20**

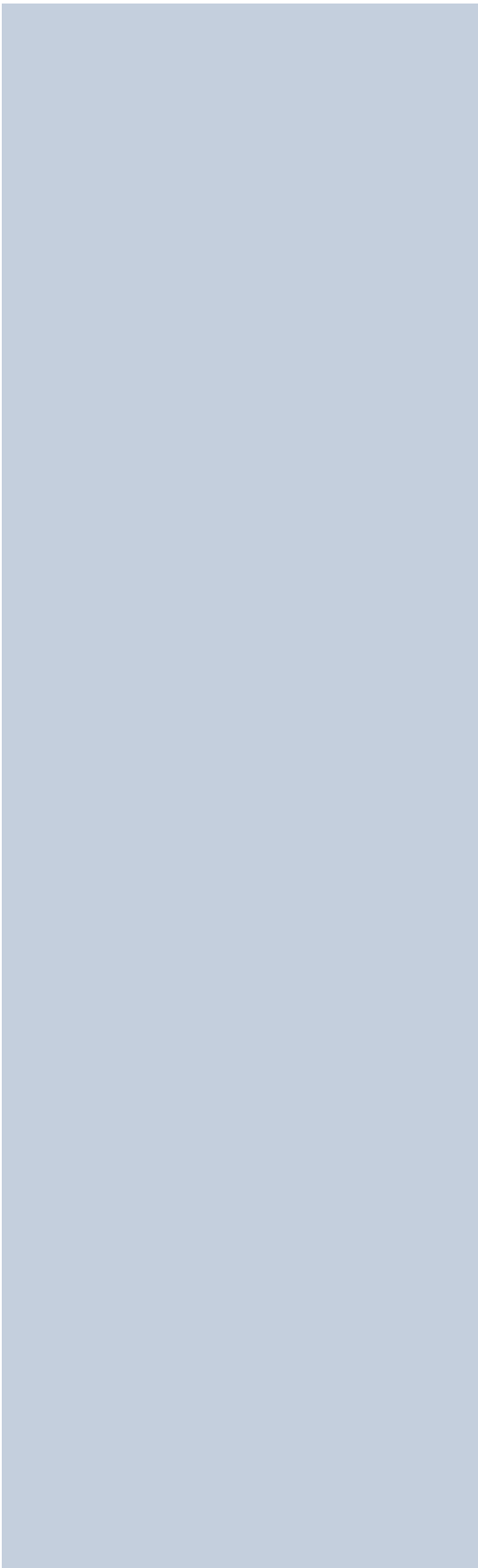
**Original Master Plan:**

**May 2009**

**As Amended:**

**August 2019**





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## APPENDIX A: APPROVAL DOCUMENTS



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[www.burnsharbor-in.gov](http://www.burnsharbor-in.gov)

## Acknowledgements for the 2009 Comprehensive Plan Place Making 20/20 2019 Amendment

### Burns Harbor Town Council and Elected Officials

#### Town Council

Nick Loving, President  
Eric Hull, Vice President  
Toni Biancardi  
Ray Poparad  
Kevin Tracy

#### Clerk-Treasurer

Jane Jordan

#### Plan Commission

Eric Hull, President  
Bernie Poparad, Vice President  
Toni Biancardi  
Roseann Bozak  
Gordon McCormick  
Jeremy McHargue  
Krista Tracy  
Marge Falbo, Secretary

#### Town Staff

William Arney,  
Sanitation Superintendent / Fire Chief  
Rob Wesley, Building Commissioner  
Kim Burton, Park Director  
Mike Heckman, Police Marshal  
Clay Patton, Town Attorney  
Pat Melton, Street Commissioner /  
General Maintenance

### Consultant

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## Acknowledgements from the 2009 Comprehensive Plan

#### Burns Harbor Town Council

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#### Town Staff

William Arney, Building Commission / Fire Chief  
Kim Burton, Park Director  
Jerry Price, Town Police Marshal  
Bob Welsh, Town Attorney  
Doug Wentz, Street Commissioner / General  
Maintenance

## Legacy of Steel

In the early 1900s, steel plants were developed on southern Lake Michigan to improve access to the growing domestic and international markets. After purchasing 5,500 acres in Porter County, Bethlehem Steel built and began its Burns Harbor operations in 1964. The plant development spurred local conservation efforts leading to the creation of the Indiana Dunes National Lakeshore in 1968.

The Burns Harbor plant was key to building the Port of Indiana and the incorporation of the Town of Burns Harbor in 1967. Designated as a fully integrated plant, it relies on the Port for transporting raw materials. Since 1969, Burns Harbor remains the newest integrated U.S. Steel facility. Global steelmaker ArcelorMittal gained ownership of the Burns Harbor plant in 2007.



Historical Marker installed in 2018  
By Indiana Historical Bureau,  
ArcelorMittal, and the Town of Burns  
Harbor

Located in front of Town Hall

## Foreword

As a result of the Town's land assembly of 32 acres at the intersection of State Road 149 and Haglund Road and its Marquette Greenway implementation, Burns Harbor has an opportunity to leverage a planned unit development for mixed uses that can create a vibrant social center integrally connected to the Indiana Dunes National Park.

Taking these land use development opportunities into account as well as to provide for technical revisions resulting from legislative amendments since 2009, this 2019 Amendment is intended to update the 2009 Burns Harbor Comprehensive Plan Place Making 20/20.

## Major Impacts

- Purchase of 28-acre site from the Duneland School Corporation.
- Ownership transfer to Town of the Westport Community Center facility and site
- Opportunity for economic development related to linkages to the Indiana Dunes National Park.
- New Subdivisions:
  - » Corlin's Landing;
  - » Trail Creek; and
  - » Parkwood Estates.

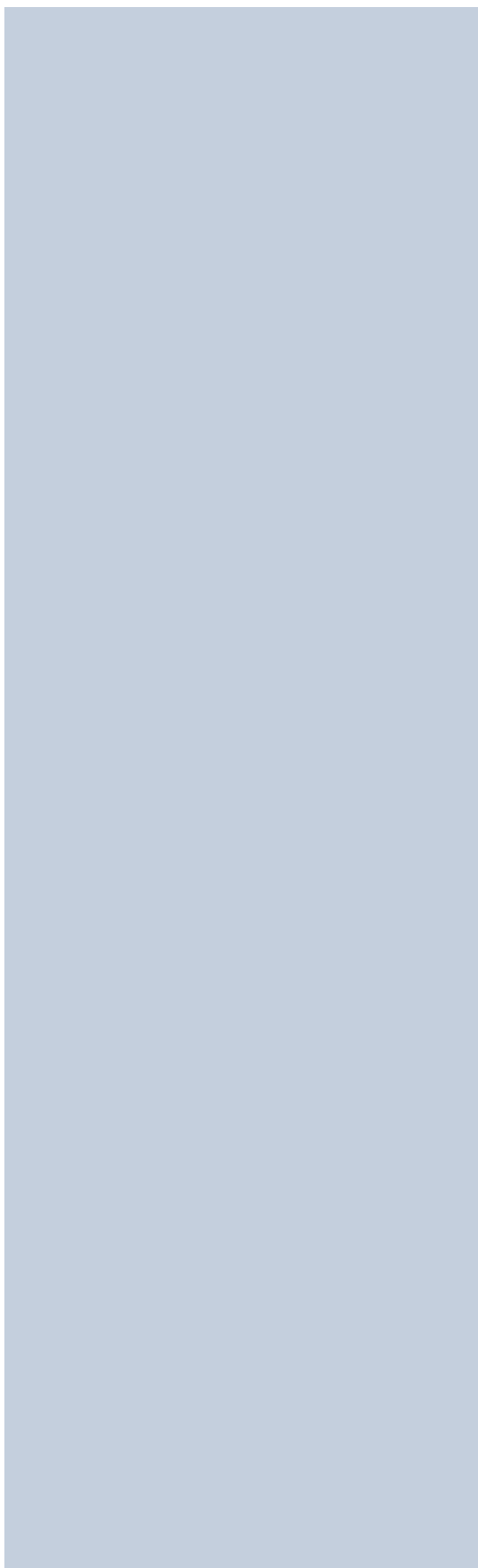
## Additional Impacts

### Marquette Greenway Trail Grant Funding

Indiana Department of Natural Resources  
- Recreational Trails Program - 2018 -  
\$187,000

Northwest Indiana Regional Planning  
Commission - Congestion Mitigation Air  
Quality - 2015 - \$1,700,000

Indiana Department of Natural Resources -  
Next Level Trails Grant - 2019 - \$1,730,000



## Background

The Town of Burns Harbor is a small community (1,804 residents – 2018 U.S. Census estimate) located on the southern shore of Lake Michigan. The community, incorporated in 1967, is bisected by both natural and man-made systems. The Little Calumet River Corridor (Indiana Dunes National Park) extends through the Town as do several railroad and highway corridors. The Town's lakefront is dominated by Arcelor Mittal – a fully integrated steel mill that opened in 1964 as Bethlehem Steel.

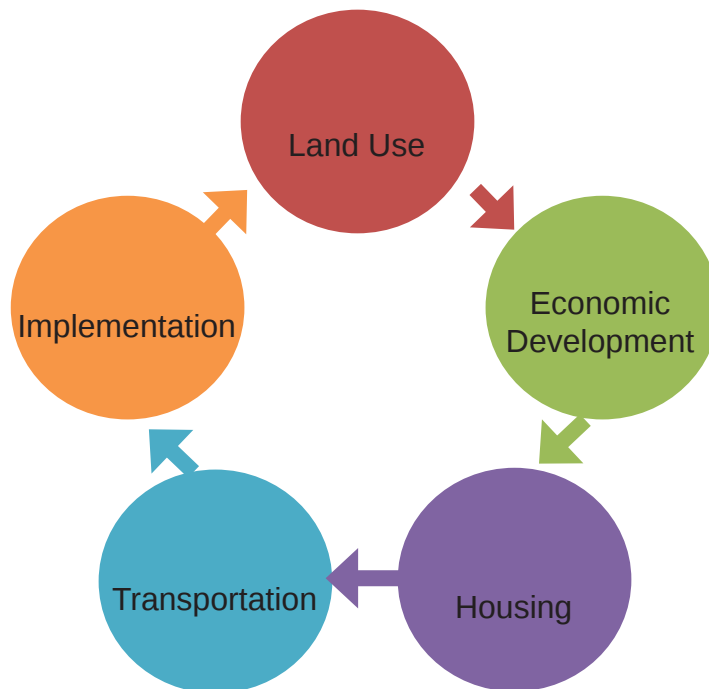
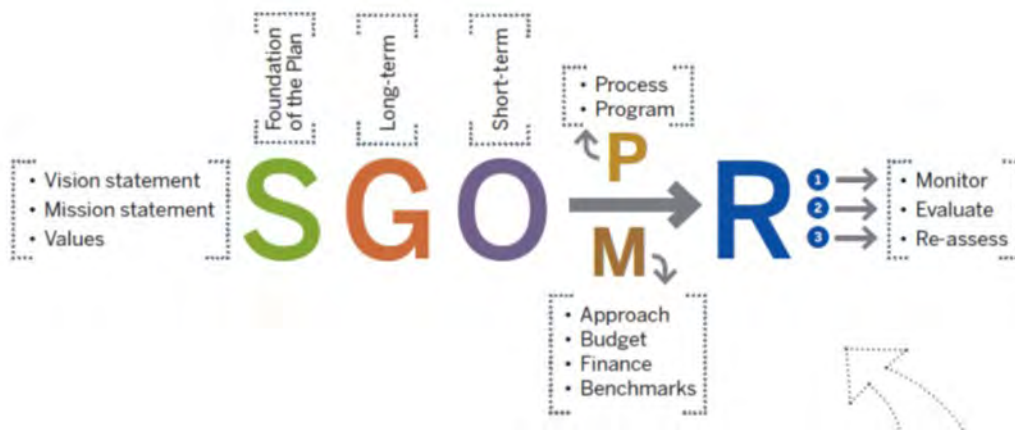
The comprehensive plan currently guiding the community's development was adopted in 1995 and later amended in 2009. The adopted plan and ordinance was updated to address the many factors that have led to the growth and development the community is experiencing today. Recent capital improvements in the sanitary sewer collection system have spurred development as well as other developments such as new recreational trails and open space acquired by the Town.

New construction and the resulting increase in population, traffic, impact on natural resources, and demand for services have led the community to ask itself the question – “What type of community would we like to be?”

To answer that question, the Town has initiated this process to update their comprehensive plan.

## Formula for Success

- How do you plan? What is the process to achieve results? The “Formula for Success” is a simple procedure developed by Dan Botich for individuals and organizations to plan for realistic outcome(s) and results-based implementable achievements.
- The foundation of the Formula for Success is “SGO → R.”
- “S” is for Strategies.
- “G” is for Goals.
- “O” is for Objectives.
- The → is intended to serve as the system of procedures applied.
- “R” is for Results.
- Application of this simple formula sets a foundation for not only progress, but results through overall achievement and a recurrent application.



## What is a Comprehensive Plan?

### Key Reasons for Having a Plan

- A plan for the next 10 years.
- Provides a framework for development and redevelopment.
- Outlines issues related to economic development, land use, transportation and smart growth.

### How the 2009 Plan was Adopted

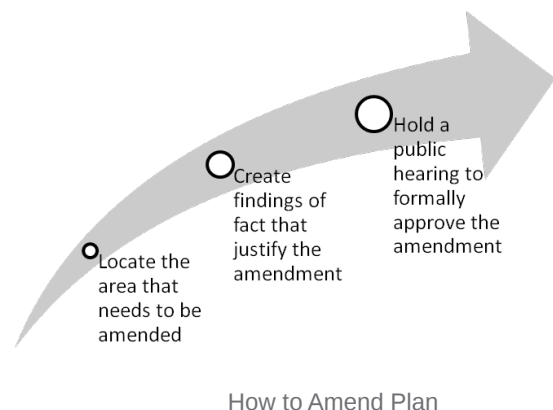
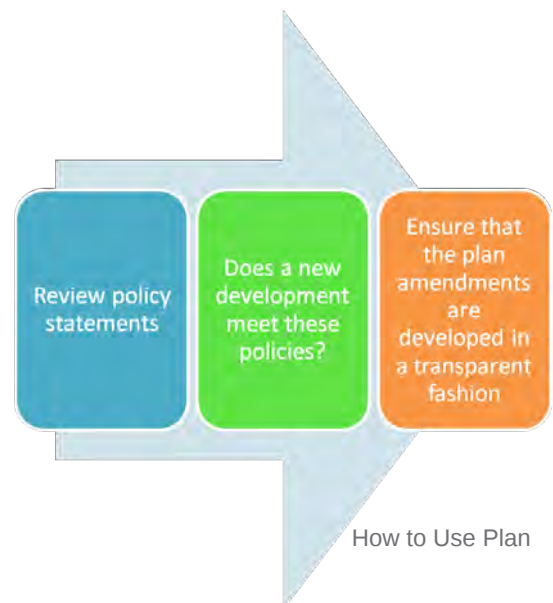
- Four Committee Meetings
  - January 7, 2009
  - January 23, 2009
  - February 9, 2009
  - March 9, 2009
- Four Public Open Houses
  - January 22, 2009
  - January 23, 2009
  - February 25, 2009
  - March 25, 2009
- Updates given to Town Council and Plan Commission

### How to Use this Plan

- Any new development should be reviewed against the policies of this comprehensive plan.
- The Town Board should review these policies at the beginning of each year to determine if an amendment is necessary.

### How to Amend this Plan

- Amending a section of the comprehensive plan is a normal process.
- Ensure that the process is transparent.
- Invite impacted residents to an informational meeting prior to the public hearing to ensure open communication.





SWOT (Strengths, Weaknesses, Opportunities and Threats) Analysis being conducted with stakeholders in Town.

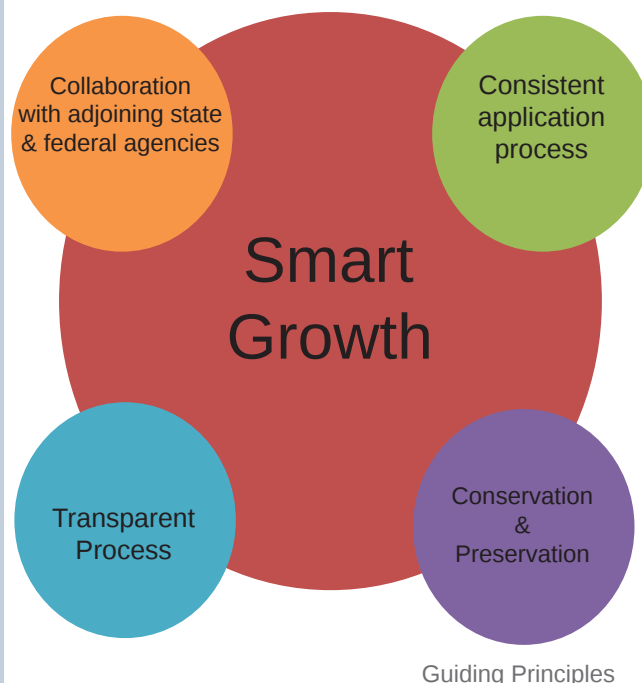
### SWOT Analysis

**Strengths** – Identify any internal strengths and assets of the community (Internal / Positive)

**Weaknesses** – Identify any internal weaknesses or deficiencies of the community that hinder growth and development. (Internal / Negative)

**Opportunities** – Identify any external opportunities for the community that have a potential for growth and development. (External / positive)

**Threats** – External pressures (controllable or uncontrollable) that hinder growth and development of the community. (External / Negative)



## Planning Framework

The Burns Harbor Comprehensive Plan – “Place Making 20 / 20” was completed in 2009 using a Smart Growth Planning Framework.

Smart Growth principles / strategies include:

- Encourage community and stakeholder collaboration during new development review – require public notification for all development applications including site plan and conditional review as a way for the public to gain insight and provide comment.
- Create a range of housing opportunities and choices –mix housing options to create a livable community for all.
- Create walkable neighborhoods – connect neighborhoods to ensure a vibrant community.
- Make development decisions predictable, fair and cost effective – offer development checklists to assure fairness and consistency throughout the review process.
- Preserve open space, natural beauty and critical environmental areas – adopt ordinances to protect and enhance natural resource
- Encourage compact building design – recommend new development be designed in a cluster fashion as to allow for green corridors and the preservation of natural resources and/ or other new environmentally friendly technology.



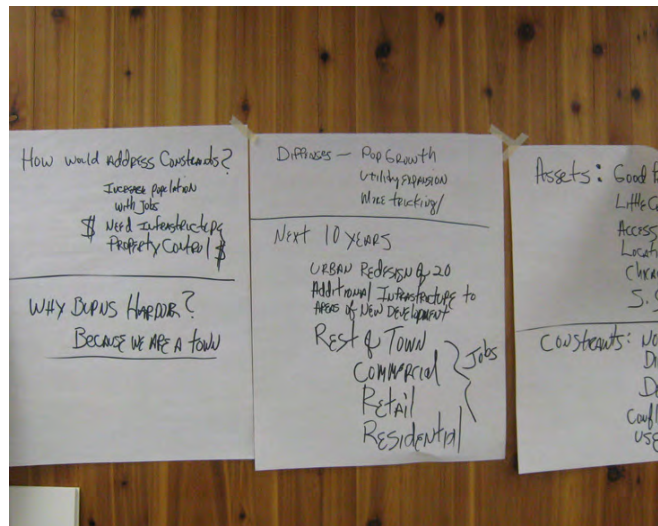
On Sept. 9, 1967, the Porter County Commissioners passed an ordinance establishing the Town of Burns Harbor. In 1968 the town annexed a 337-acre, half-mile strip of land extending the west border of the town north to Lake Michigan.

The rest of the northern portion of the town, comprising the steel mill but excluding the NIPSCO generating plant, was annexed in 1998, enlarging the Town of Burns Harbor to 6.9 square miles.



Public meeting with Burns Harbor key stakeholders and Town residents.

Meeting discussion points and SWOT Analysis items.



Plan and place - making presentation to key stakeholders and Town residents.

## Plan Making - 2009 Plan

### Policy of Transparency (2009)

In 2009, the Town's residents gathered to begin the process of updating their Comprehensive Plan. Recognizing the importance of community involvement, those gathered committed to an open and participatory process - one that afforded residents a multitude of opportunities to voice their suggestions as to how the community should develop.

### January 22, 2009 Open House

Nearly 30 residents braved a cold, harsh northwest Indiana winter night to attend this first Open House at the Westport Community Club. During the open house, those in attendance heard about the project schedule, the commitment to and strategies for assuring an open and highly participatory planning process, and past and current local and regional planning initiatives. Following the presentation, break-out groups were asked the following questions (responses are included):

#### What are the greatest differences in Burns Harbor compared to 10 years ago?

- Sewer / Water
- More residents
- More traffic - specifically truck traffic
- Schools are more crowded
- Less wildlife
- More car dealerships

#### In what areas will Burns Harbor be different 10 years from now?

- Population will increase
- More retail opportunities - including grocery store
- More jobs / green jobs
- Urban redesign of U.S. 20
- Additional infrastructure to areas of new development

- More traffic
- More parks / open space

#### What are the greatest assets of Burns Harbor?

- Low taxes / business climate
- Location
- Small-town living
- Low crime
- Variety of housing opportunities (large and small lots)
- Little Calumet River / Salt Creek
- Good paying jobs
- Steel mill
- Indiana Dunes National Lakeshore
- A place to live/work

#### What are the greatest constraints facing the Town today?

- Land-locked
- Highways and railroad corridors
- Single-sourced town - Steel Mill
- No plan to diversify the economy / local tax base
- Conflicting land uses
- Lack of pedestrian connections

#### How would you address these constraints?

- Promote Burns Harbor as a pro-business community with low taxes
- Create shovel ready-build development sites
- Develop a plan to diversify local economy /local tax base
- Update Zoning Ordinance (and enforce ordinance)
- Reclaim and redevelopment brownfield sites (Standard Plaza)
- Champion the development of trails including the Marquette Greenway Trail
- Focus on Redeveloping U.S. 20 and Indiana 149 corridors

#### I live / work in Burns Harbor because...

- This is home!
- Small town living

Members of the consultant team and residents offered strategies and techniques for plan implementation.

#### January 23, 2009 Planning Workshop / Open House

During this full-day planning exercise, residents gathered at the Westport Community Club to review the previous nights open house input, further discuss issues facing the community and opportunities afforded the community, and the future land use map. Many returned to Westport in the evening to hear a report of the days activities and offer comment.

#### February 9, 2009 Public Workshop

Residents gathered the evening of February 9th to discuss the draft comprehensive plan, future land use map, and how Smart Growth Principles could be used to develop the community's comprehensive plan.

#### February 25, 2009 Public Open House

The evening of Wednesday, February 25th served as the kick-off to the Downtown Planning Charrette (a public planning workshop). During the workshop, an update of the draft comprehensive plan was presented to the community.

#### March 9, 2009 Public Workshop

During this public workshop, community residents discussed how the community's vision could be realized. Members of the consultant team and residents offered strategies and techniques for plan implementation.

#### March 25, 2009 Public Workshop

Residents gathered to review the final draft of the comprehensive plan and discuss next steps.

### History and a Sense of Place

The Town of Burns Harbor was incorporated in September 1967 and lies in the north-central part of Porter County, Indiana on the southern shore of Lake Michigan. In 2002, Author William W. Meyer, put together a comprehensive history of Burns Harbor which includes the history of the name, town stories and historical and cultural information. Mr. Meyer's "Burns Harbor History" is printed, with permission may be found on the Town's website. ([www.burnsharbor-in.gov](http://www.burnsharbor-in.gov))

### Plan Making - 2019 Plan

#### Policy of Transparency (2019)

In 2019, the Town considered the 2019 Amendment consistent with its policy of transparency.

June 19, 2019 - 1st Draft provided to Town Administration for review and comment.

June 26, 2019 - 2nd Draft (Preliminary Final) provided to Town Administration and for inclusion in the Plan Commission meeting packets.

July 1, 2019 - Plan Commission meeting on 2019 Amendment for consideration.

August 5, 2019 - Public Hearing and Plan Commission consideration of 2019 Amendment as a favorable recommendation to the Town Council.

August 14, 2019 - Town Council meeting on the 2019 Amendment and consideration as an official planning document of the Town.

In 1969 Bethlehem Steel located a modular building as a town hall meeting room off North Boo Road, leasing it to Burns Harbor for \$1 a year. Offices of the Clerk-Treasurer and Town Marshal were located in the nearby former Ferguson home on land also owned by Bethlehem. In 1981 Burns Harbor built the current town hall complex, combining government offices and meeting space.



Trail Creek.  
Subdivision Approval: 2008

Corlin's Landing.  
Subdivision Approval: 2007



Parkwood Estates.  
Subdivision Approval: 2008

## Existing Conditions

### Introduction

The Town of Burns Harbor encompasses approximately 7 square miles. The Town's development has been directly impacted and ultimately guided by the development of our nation's transportation infrastructure. Construction of Interstate 94 and the rerouting and widening of Indiana 149 and U.S. 12 required the removal of many of the Town's residential structures. Between incorporation of the Town of Burns Harbor in 1967 and the millennium, the Town lost approximately 500 residents, but has seen steady growth since then.

The new investments in infrastructure resulted in development projects related to transportation and travel. Many car dealerships, gas stations, truck stops, and distribution facilities located along Indiana 149, U.S. 20 and at the Interstate 94 / U.S. 20 interchange. While many of these businesses are still active and viable, several sit abandoned and in need of remediation and reinvestment.

### Land Use

#### Residential

The 2010 Census identified 456 households in the Town of Burns Harbor. Over this past seven-year period, the Town has experienced a 23.2% growth in population.

#### Commercial

Most of the commercial land uses in the Town are connected to local industrial uses or the extensive transportation system. As an example, the U.S. 20 Corridor is lined with truck stops (active and vacant), gas stations (active and vacant), car and recreational vehicle (RV) dealerships, fireworks dealers, and truck and automotive repair shops.

Traveling west along the Corridor, several neighborhood commercial uses appear, both in commercial structures and residential structures.

#### Industrial

The Town of Burns Harbor is dominated by industrial land uses. ArcelorMittal (formerly Bethlehem Steel) occupies approximately 1,500 acres along the shores of Lake Michigan. Praxair, another major industrial use, occupies approximately 30 acres just south of the Town Government Complex. South of the Norfolk Southern (Porter Branch), along both the east and west side of Indiana 149 large industrial uses exist – including several trucking / distribution facilities.

#### Institutional

The Burns Harbor Town Hall and the Police Station are located at 1240 N. Boo Road. The Town's Fire Department is located at 308 Navajo Trail with the Street and Sanitation is located at 310 Navajo Trail.

#### Parks

Town of Burns Harbor

Lakeland Park

Park Size: 29 acres

Amenities – swimming, fishing, row boats, paddleboats, picnicking, hiking, horseshoes, sand volleyball, basketball, baseball, tetherball and soccer.

Bolinger Park

Park Size: 1 Acre

Amenities: Playground, soccer, football, frisbee, and picnicking.

Shadyside Park

Park Size: 1/4 acre

Amenities: Picnicking, playground, basketball, volleyball, and tetherball.



Lakeland Park



Bolinger Park

#### Indiana Dunes National Park:

A National Lakeshore was created in 1966 as a result of environmental awareness in northwest Indiana and was designated as a national park on February 15, 2019. This park extends across Lake, Porter and LaPorte Counties. The Little Calumet River Corridor which extends through the Town of Burns Harbor was acquired by the National Park Service in 1986 for the purposes of preservation, improved public access to fishing, and as a means to connect the east and west units of the Lakeshore.

#### Neighboring Community Parks

Prairie/Duneland Trail (Chesterton, Indiana)

Trail Length: +/- 12 miles. The trail extends from Chesterton to Hobart through Portage and connects the Brickyard Trail to the Oak Savanna Trail.

Amenities: Bike trail, restrooms, scenic overlooks

#### Imagination Glen (Portage, Indiana)

Park Size: 256 acres

Amenities: Soccer complex, BMX track, mountain bike trails, hiking trails, softball, fishing, picnicking. The Park is also home to the Iron Horse Heritage Trail.

#### Schools

The Town's school-aged children attend Duneland Schools.

Newton Yost Elementary School  
(grades 1-4)

Westchester Intermediate School  
(grades 5-6)

Chesterton Middle School (grades 7-8)

Chesterton High School (grades 9-12)

### Library

The Town is served by the Westchester Public Library District. Two libraries serve residents of Westchester Township, the Thomas Library in Chesterton and the Hageman Library in Porter. The Westchester Public Library and the Porter County Public Library (which serves the other 11 Townships in Porter County) have entered into a reciprocal borrowing agreement that allows members from both library systems to borrow materials from any library in the county.

### Medical Facilities

The Town's residents are served by many quality medical providers in northwest Indiana and throughout greater Chicagoland.

Local medical facilities include:

- Porter Healthcare System
  - » Porter Regional Hospital (Valparaiso, IN) - 11 miles
  - » Portage Hospital (Portage, IN) - 8 miles
- Franciscan Health Hospital (Michigan City and Chesterton, IN) - 18 and 7 miles, respectively
- Saint Mary's Medical Center (Hobart, IN) - 14 miles

### Utilities

The Town of Burns Harbor owns its own sanitary sewer plant. Other utility service providers include:

- Electric: Northern Indiana Public Service Company (NIPSCO)
- Gas: Northern Indiana Public Service Company (NIPSCO)
- Telecommunications: Telephone - Verizon, Cable - Comcast, Internet - Various
- Water: Indiana American Water
- Burns Harbor Stormwater Collection System

In 1929 the Northern Indiana Public Service Company bought 300 acres on the shore of Lake Michigan just east of what is now Burns Harbor. On the site, some 30 years later, NIPSCO built two coal-fired generating stations and a 345,000 kilowatt substation to provide power for the Midwest and Burns Harbor steel mills.

## Past Plans

The Town of Burns Harbor adopted the previous Master Plan in early 1995. The Plan was organized into five sections including: Introduction, Community Study, Transportation Thoroughfare Plan, Comprehensive Plan, and Land Use Plan. A brief overview of each element follows.

The Introduction contained an overview of the historical development of the Town of Burns Harbor. It also described the rationale and methodology used in developing the Land Use and Comprehensive Plans.

The Community Study portion of the Plan included an analysis of the socioeconomic status of the Town including more in-depth information regarding: population, housing, infrastructure and environment. This section of the plan revealed the following items of interest:

- In general, the population of Burns Harbor was declining.
- Many of the Town's housing problems related to the lack of developed neighborhoods (lack of public sewer and wastewater treatment facility).
- An amendment to the plan indicated that sewage treatment and water became available to the Town in 2003.
- Few limitations to development were posed by the Town's natural environment, and the only flood hazard areas lie along Salt Creek and Little Calumet River.

The Transportation Thoroughfare Plan analyzed the existing transportation network within the Town and provides suggestions for future improvements. Overall, a lack of local collector streets

was cited as a major traffic problem, and as a factor limiting growth in the NE portion of Town.

The 1995 Comprehensive Plan detailed the activities and projects necessary to foster future growth and development. It began by detailing and prioritizing future projects based on goals developed by citizens and town officials. An implementation strategy was created to identify public and private groups and financial resources necessary for implementing the identified projects. Generally, the citizenry of Burns Harbor expressed their desire to further improve the quality of life. This goal manifested itself within the Comprehensive Plan in the following:

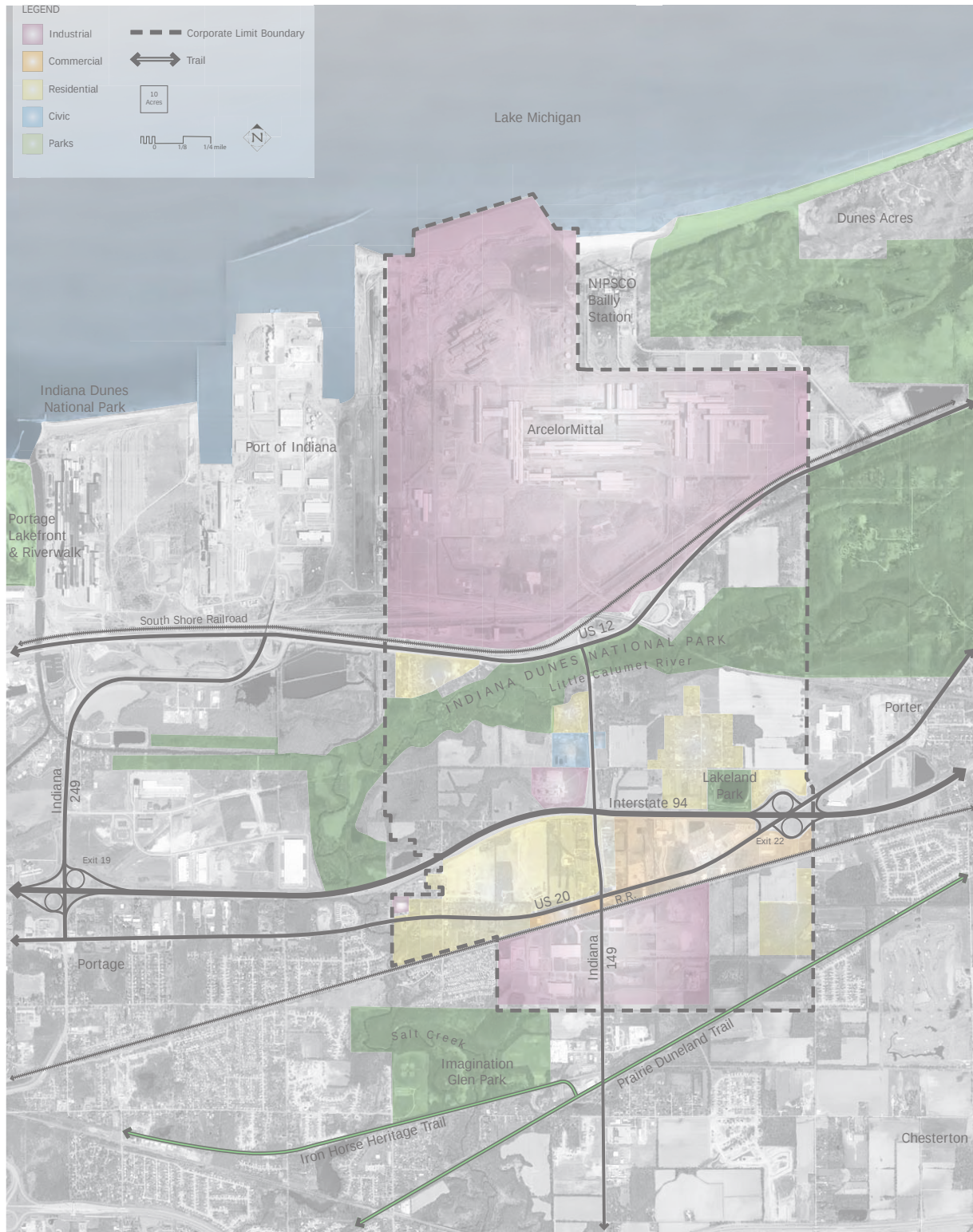
- Maintain and upgrade the quality of roads, streets and alleys in Town.
- Attract new businesses to the community
- Protect the local environment.
- Further development of open space, a trail system, and neighborhoods.
- Preserve and promote the positive aspects of the Town.

The Land Use Plan element analyzed existing land uses and development patterns. Projected future development was largely directed toward undeveloped lands along existing transportation facilities, as a significant portion of land adjacent to existing streets is undeveloped. Additionally, future land use patterns were recommended based on anticipated changes in population, housing employment and infrastructure. The final plan included maps indicating the type and locations of new development proposed for the town.

The 1995 Comprehensive Plan detailed the activities and projects necessary to foster future growth and development. It began by detailing and prioritizing future projects based on goals developed by citizens and town officials.

The 2009 Comprehensive Plan detailed the projects and plans for future growth of the Town that included grant funding from the IDNR and RDA.

## Existing Land Use



### The 2009 Comprehensive Plan

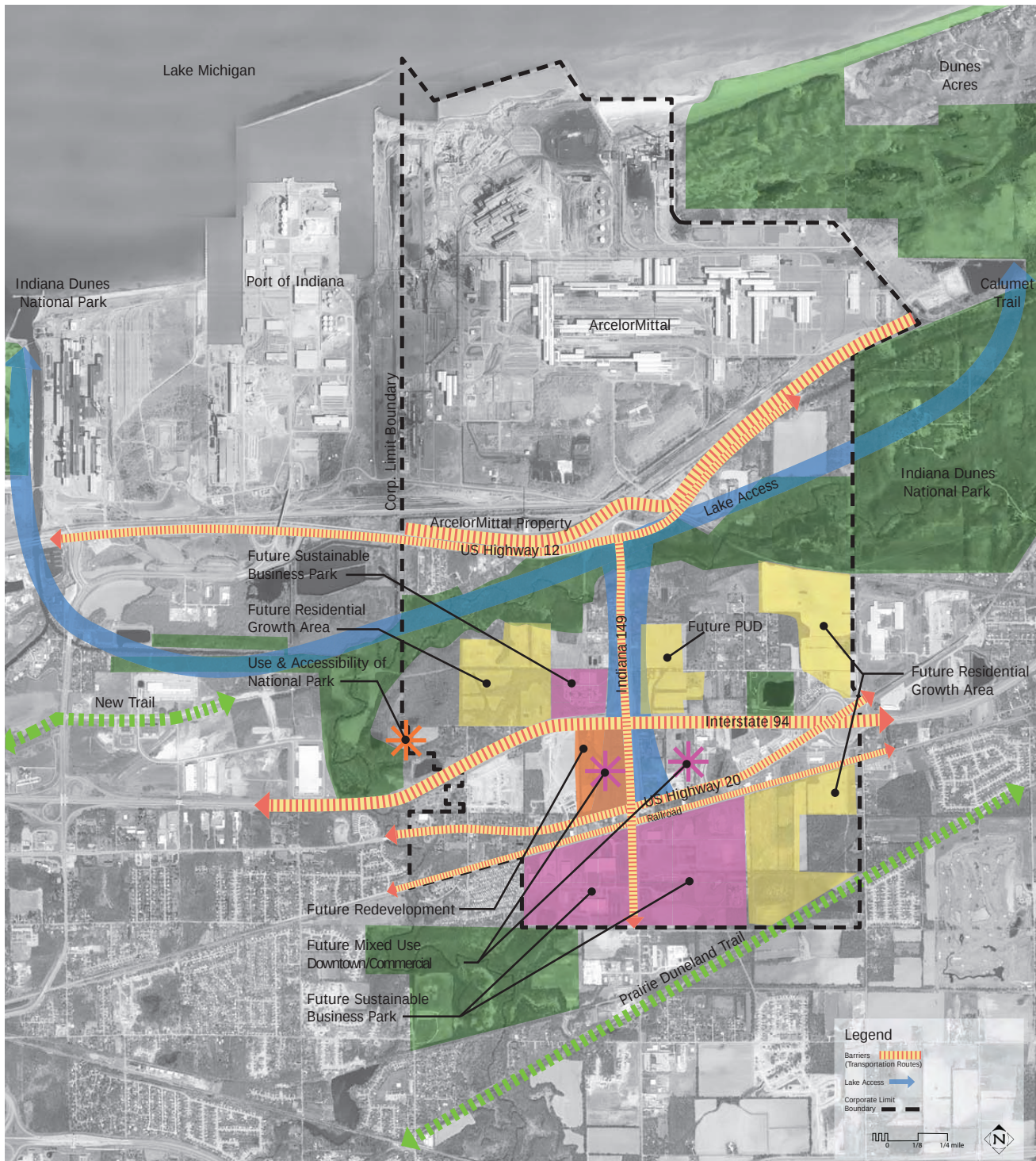
In the spring of 2008, the Burns Harbor Town Council took the first steps toward updating the Town's Comprehensive Plan and Zoning Ordinance. In June, the Town Council received correspondence from the Indiana Department of Natural Resources – Lake Michigan Coastal Program that the Town had been selected to receive a \$100,000 grant to update the community's Comprehensive Plan and Zoning Ordinance. Since the grant award required a one to one local match, the Town Council approached the Northwest Indiana Regional Development Authority seeking financial support. In November, the Town received a \$50,000 grant to develop the Marquette Greenway Trail Sub-Area Master Plan, a plan that would supplement the community's Comprehensive Plan.

### The Downtown/US 20 Corridor Plan

The Downtown and US 20 Corridor Plan for the Town of Burns Harbor established a design and implementation framework for development of a new, mixed and multi-use pedestrian-oriented district. The primary goal of this new district is to support and enrich the lives of residents and visitors by creating an attractive, well maintained environment for working, living, shopping, learning and recreating while making a positive contribution to the town's natural environment.

The Land Use chapter also is the basic building block, giving direction to all the other Plan chapters. It identifies where people will live, work and shop, and where services to support these people, as well as visitors, are needed.

## 2019 Forces, Issues & Opportunities



## Land Use

### Introduction

The purposes of land use and growth management planning are:

- To identify opportunities and constraints to development.
- To identify and take into consideration land use preferences of community residents and landowners.
- To establish community planning and urban design priorities for community facilities and private development.
- To devise practical implementation tools to guide future growth and change to realize planning goals and policies.

The Land Use chapter guides the future physical growth of the community, and provides direction for reinvesting in existing facilities and neighborhoods. It is based on the existing land use pattern, projections for future growth, and the input of Burns Harbor residents, businesses, property owners, and elected and appointed officials.

### Existing Land Use Map

The Existing Land Use Map was developed during the January 22nd, 2009 Community Meeting for the original comprehensive plan. This map reflects existing industrial, commercial, residential, civic and park area within Burns Harbor. The Existing Land Use Map was used to assist in the development of the Proposed Land Use Map.

The Land Use chapter also is the basic building block, giving direction to all the other Plan chapters. It identifies where people will live, work and shop, and where services to support these



people, as well as visitors, are needed. It is intended to help the Town Board respond to individual development requests in a manner that represents the collective vision of the community. In conjunction with the other chapters of the Burns Harbor Comprehensive Plan, this is a proactive policy document that attempts to guide and inspire rather than react and control. This Plan is implemented through public and private investment in land development, and through detailed area planning, zoning and subdivision ordinances; public improvements; and economic development incentives.

### Existing Land Use Patterns

Burns Harbor is approximately 7 square miles in size, with a current population of 1,804 residents – 2018 U.S. Census estimate. The Existing Land Use map shows land uses within the corporate boundaries of Burns Harbor.

### Forces, Issues and Opportunities Map

During the Community Open House on January 22, 2009, the public was asked to identify issues and forces within Burns Harbor as it relates to future development. Several areas including a future sustainable business park,

mixed use Downtown and residential growth areas were identified. This map served as a guide for the creation of the Proposed Land Use Map. New opportunities have been added since 2009 including the development of new recreational trails and open space.

### Land Use Policies

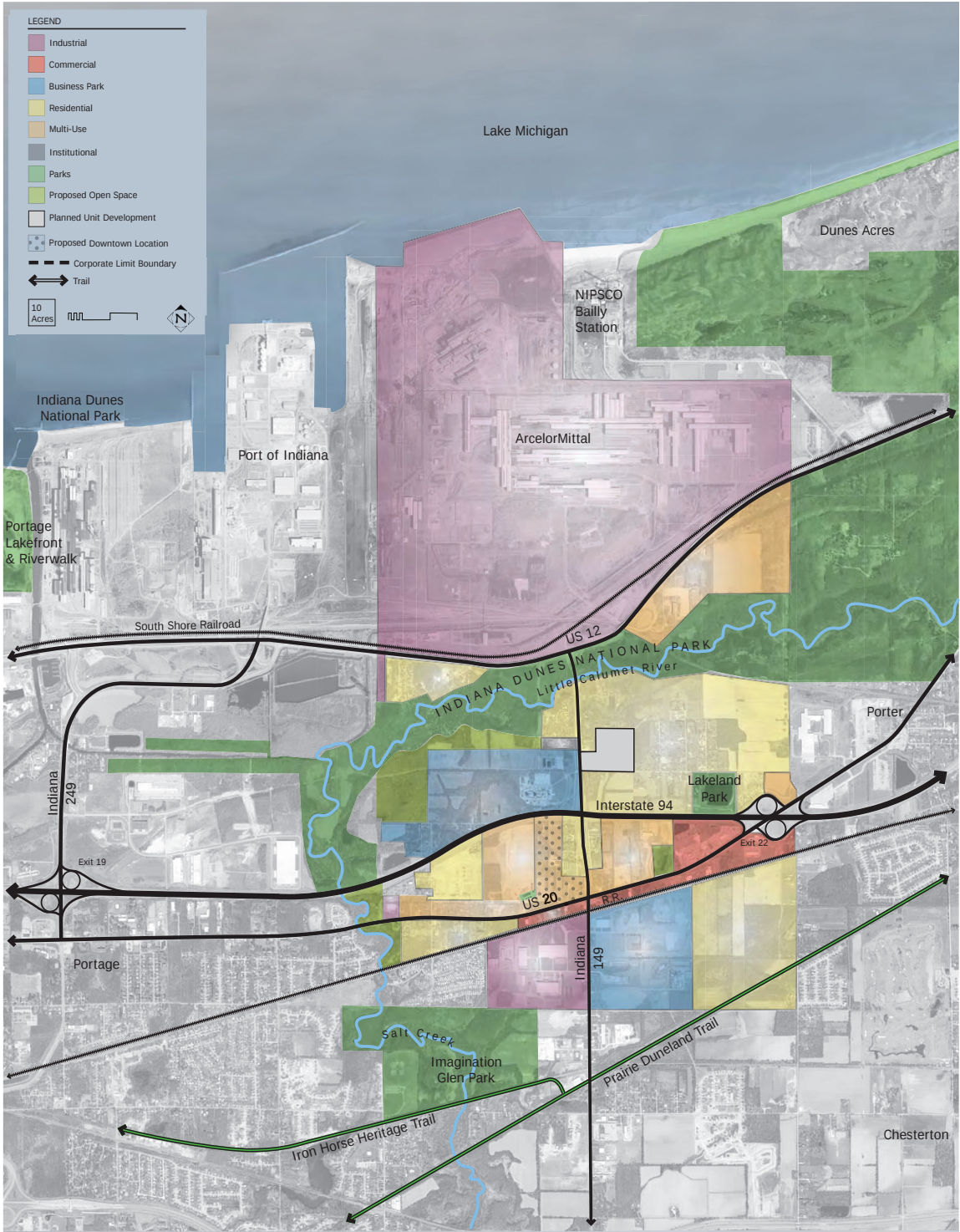
The following policies were developed with stakeholder input to guide the future land use of Burns Harbor:

1. Development and redevelopment must occur in a harmonious fashion with other adjacent land uses.
2. Development standards must take care of our natural resources.
3. Development should follow an orderly pattern. Spot zoning and premature subdivisions will be prohibited.
4. Residential, commercial and industrial uses should be clustered so as to preserve open spaces and natural resources.
5. To the extent possible, prevent incompatible land use being adjacent to one another.
6. Promote accessibility and land use opportunities for all Burns Harbor citizens.

## Burns Harbor Proposed Land Use Area

|                          | Area (ac.)   | % of Whole  |
|--------------------------|--------------|-------------|
| Industrial               | 1,694        | 45.6%       |
| Commercial               | 84           | 2.3%        |
| Business Park            | 314          | 8.5%        |
| Residential              | 732          | 19.7%       |
| Multi-Use                | 268          | 7.2%        |
| Institutional            | 10           | 0.3%        |
| Parks                    | 328          | 8.8%        |
| Prop. Open Space         | 110          | 3.0%        |
| Other (roads, ROW, etc.) | 175          | 4.7%        |
| <b>TOTAL</b>             | <b>3,715</b> | <b>100%</b> |

Proposed Land Use





7. Remediate and redevelop existing brownfield sites.
8. New residential, commercial and industrial sites must be developed in a fashion that allows for pedestrian connectivity between developments.
9. Encourage compatible in-fill development on vacant parcels.
10. Promote the development of a strong central commercial core/downtown.
11. Development should occur using light-imprint design practices. Employment of stormwater best management practices and sustainable design practices are strongly encouraged.

### Proposed Land Use Map

The Proposed Land Use Map is intended to assist the Town in guiding future land use decisions. The Proposed Land Use Map includes updated land use categories not found within the Existing Land Use Map. These uses include Business Park Land Use, Multi-Use, Open Space and Planned Unit Development.

New development that occurs after the incorporation of the Comprehensive Plan must conform to the Proposed Land Use plan unless an amendment to the Comprehensive Plan occurs. The process to amend sections of the Comprehensive Plan is described on page 13 of this document.

### Land Use Definitions

**Business Park:** This land use designation is intended to establish a district to accommodate business park development that would include the following land uses: corporate offices, light industry, warehouses, wholesale

distribution, high technology industries, assembly or packaging for clean non-polluting industries, limited retail residential uses that are accessory to office/business uses.

**Commercial:** This designation allows a broad range of retail uses, as well as office and service land uses. Typical uses will serve the needs of the Town's residents and businesses. General retail stores, including all types of consumer goods, furniture and appliance sales, auto repair and sales are permitted in this designation. Restaurants, both sit-down and fast food, gasoline service stations and general office (secondary to retail uses) are also permitted in this designation.

**Downtown:** As a result of the Comprehensive Planning process, a Downtown concept was developed. The Downtown consists of neighborhood retail/commercial uses, professional office, small surface parking lots and interconnected streets. Under the Proposed Land Use, the Downtown District shall be accommodated under the Multi-Use Land Use Classification.

**Industrial:** This land use designation allows high quality, non-polluting industrial land uses, either as free-standing uses or as part of master planned industrial parks. Uses permitted include warehousing, light manufacturing, research and development and administrative facilities.

**Institutional:** This land use designation would recognize property currently in public or semi-public uses.

Encourage the retention of the individuality and identity of each residential neighborhood in the community.

Connect neighborhoods to existing parks in and adjacent to the Town.

**Planned Unit Development (PUD):** This land use designation allows for a developer and a community to develop a site and does not adhere to the current zoning that is in place which allows for a diverse use of the area.

**Light Imprint:** An integrated approach to development and stormwater management employing the principles of new urbanism such as, economics, bio-diversity, walkability and connectivity (see [www.cnu.org](http://www.cnu.org)).

**Multi-Use:** This land use designation is established to include land uses that are characterized by a mix of land uses including commercial, residential, and office uses.

**Open Space:** This land use designation is applied to natural and active open space areas,. Burns Harbor's shoreline is dominated by an industrial complex.

**Parks:** This land use designation would recognize existing parks and also identifies sites that are suitable for future public use for parks, trails, or public open space.

**Residential:** This land use designation identifies lands that are recognized as being suitable for low density residential development.

#### Residential Development Goals

- Encourage the retention of the individuality and identity of each residential neighborhood in the community.
- Promote the reservation of sufficient land to accommodate the expected population of the planning area.

- Accommodate the housing requirements of populations with special needs and all income levels.
- Consider the housing preferences of the community's population in terms of density, location, environment, and housing type.
- Encourage the preservation and revitalization of basically sound existing residential neighborhoods.
- Encourage in-fill development on vacant parcels in residential neighborhoods with housing that is compatible.
- Improve living conditions in all residential neighborhoods through strict adherence to and enforcement of the zoning ordinance, subdivision regulations, and housing design standards.

#### Commercial Development Goals

- Promote the development of a pedestrian-friendly Downtown
- Encourage mixed-use commercial development
- Use best practices for access management

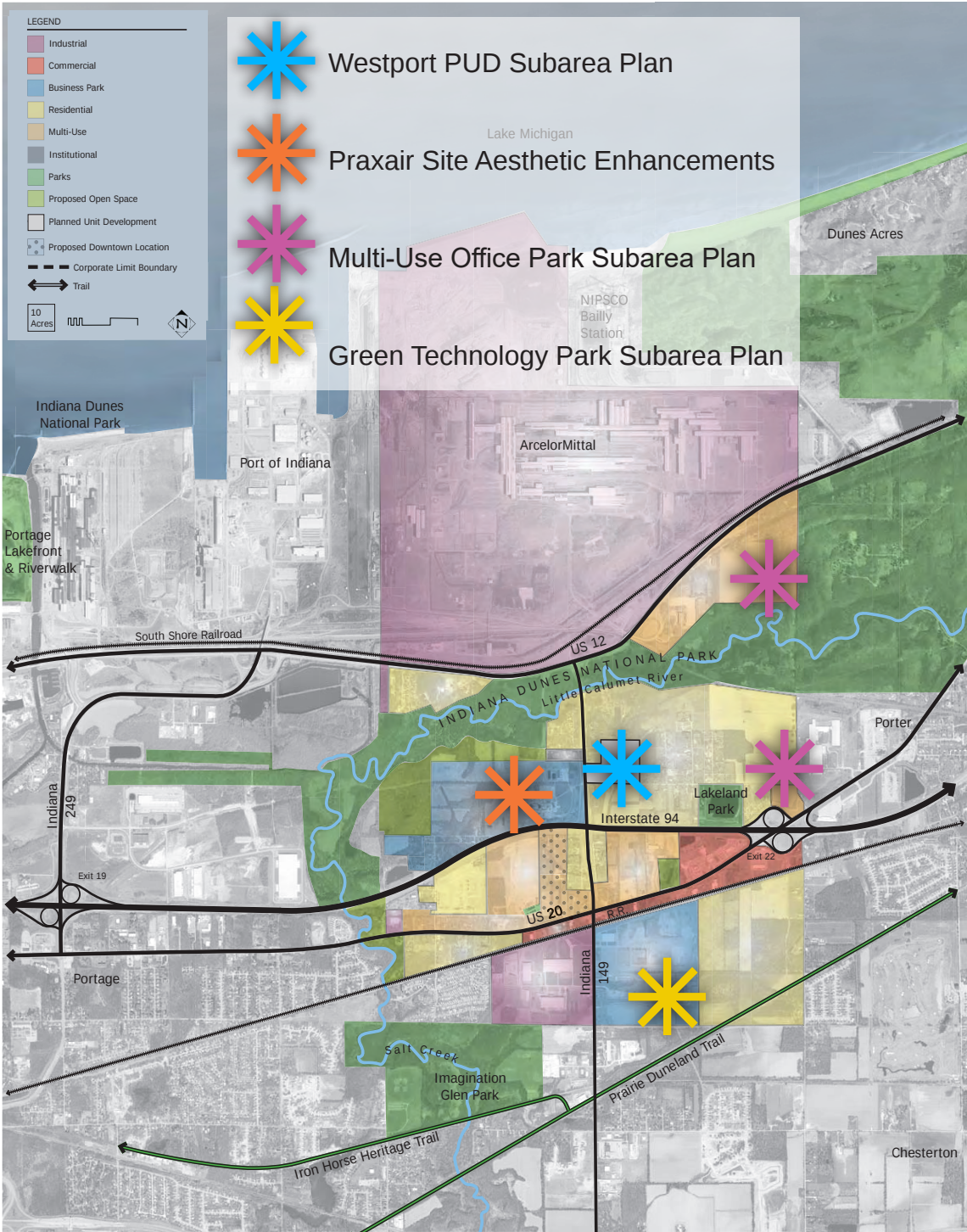
#### Business Park / Industrial Development Goals

- Promote the use of green building design practices.
- Encourage the remediation and redevelopment of existing brownfield sites.

#### Park/Open Space Development Goals

- Maintain and enhance existing community parks.
- Promote the reservation of land for parks and open space.
- Consider the long-term costs associated with the development of parks and open space – look for ways to off-set these costs.
- Improve access to the Indiana Dunes National Lakeshore.
- Take a proactive approach in protecting and enhancing the community's parks and open space through the adoption and enforcement of buffer zone requirements.
- Connect neighborhoods to existing parks in and adjacent to the Town.
- Look for opportunities to partner with neighboring communities / agencies to improve public access to public parks and open space.

Key Map for Sub-Area Plans  
over Proposed Land Use



Recognizing that there may be unique circumstances that affect how a parcel or multiple parcels may be developed, traditional zoning classifications may not provide the flexibility that may be required in providing future Town needs.

This flexibility may be necessary in order to adapt to the unusual topographical constraints, unusually shaped parcels of land, environmentally sensitive or natural areas, brownfield or contaminated land, new building methods, materials, etc., or the desire to secure the benefits of solar orientation, climate control or additional privacy.

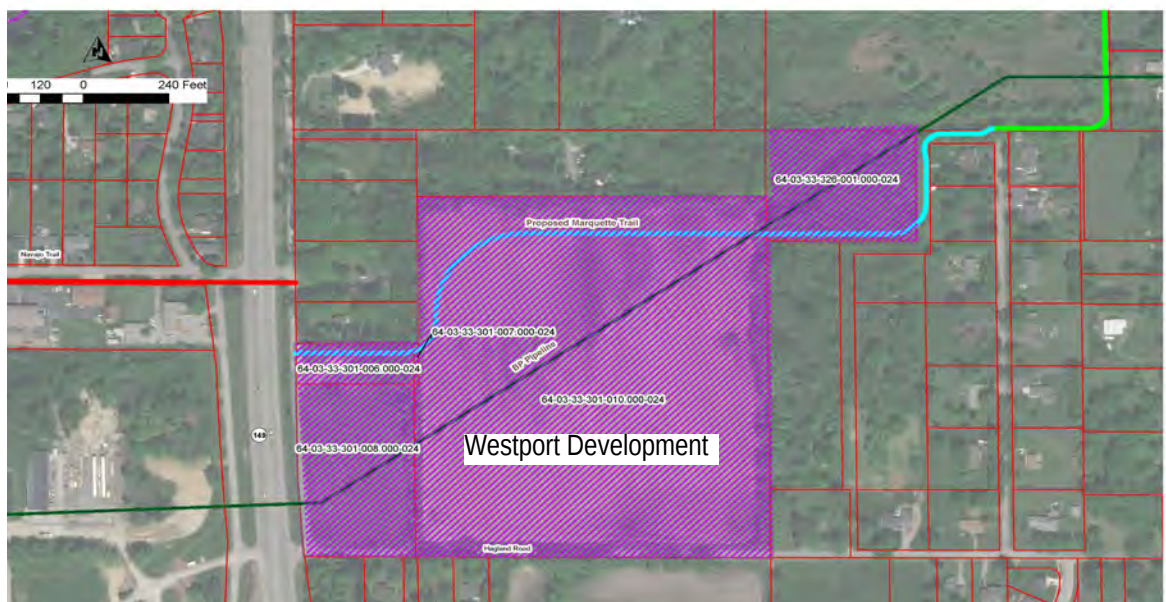
Therefore, the planned unit development of the Westport PUD may be determined by the Town as an alternative to a traditional zoning classification of the area to secure greater convenience to the public through improved methods of merchandising, transportation, office management and distribution of services necessary for commercial development complementary to environmentally sensitive issues related to the area and in the best interest of the public and the efficient use of unique circumstances associated with the area.

Although the Land Use Plan presented herein contains the land use type categories established to meet the Town's land use development goals and objectives of this Plan, there may be instances whereby the Plan may further enhance or provide symbiotic land use development relationships beyond traditional zoning requirements. In such instances, land development proposals to the Plan Commission may be considered on a case-by-case basis to insure compliance and conformance with this Plan and other official plans for the Town typically through the request for a planned development consistent with the current and effective Zoning Ordinance as well as Indiana Code (I.C.) 36-7-4-1400 titled Development Plans or I.C. 36--4-1500 titled Planned Unit Development (PUD).



#### Westport PUD Subarea Plan

The concept includes a planned unit development on a 30-40 acre site. The uses at the site may consist of municipal, commercial, residential and recreational uses for the Town.





Praxair towers (existing)



### Praxair Site Aesthetic Enhancements

There are three concepts that provide aesthetic enhancements to the Praxair Site (privately owned), located in the northwestern quadrant of I-94 and Indiana 149. All of these concepts involve painting the silos with artwork. The enhancements would attempt to turn the silos into a pieces of public art.

The three painting concepts vary in their strength of color and patterning. Concept A would have soft colors and patterns in a floral theme. Concept B, the mardi gras theme is bold and festive with bright colors and patterns. Concept C is an interpretation of the natural environment with combination of dune grass and sky.

Concept C: Praxair towers painted as public art with a duneland theme. This concept would include photo-realistic painting of dune grass and sky.



Concept A: Praxair towers painted as public art with a floral theme. Painting would include soft colors and gentle patterns.



Concept B: Praxair towers painted as public art with a mardi gras theme. This concept would include bright, bold festive colors and strong patterns.





### Multi-Use Office Park

This sub-area features a multi-use office park with supportive lodging and restaurant uses. The site includes a central open space which extends views of the Indiana Dunes National Park into the office park. This central open space could also be used for treatment of stormwater.

The buildings on the site are oriented to take advantage of solar access and views of the Indiana Dunes National Park. The buildings are proposed to feature state of the art environmental design, including rooftop active solar power, vegetative or green roofs, and extensive daylighting.

The site is not easily accessed. Access would need to be shared with the ArcelorMittal Corporate Offices. However, the site includes a new parkway on the south border, which is an east to west divided parkway. This parkway could provide future connection to the east to a potential

headquarters for the Indiana Dunes National Park.

There are several uses proposed for the site including a hotel, restaurant, and several office buildings. The hotel would be three stories high and include approximately 68 rooms. The restaurant would be 6,000 square feet and be conveniently located next to the hotel. Five office buildings anchor the rest of the site and they range from two to three stories high and provide approximately 615,000 square feet of office space.





## Green Technology (or business) Park Sub-Area

The concept for this sub-area is to create a green technology park. In this park, office buildings are proposed to be constructed according to green building design practices, which utilizes a holistic using site and building design. This approach examines how site and building systems work best together to save energy and reduce environmental impact. Examples of this would be Leadership in Energy and Environmental - New Construction (LEED – NC) or “Light” Imprint New Urbanism. The buildings would define the public realm in this plan which is an important element of good urbanism.



LIGHT INDUSTRIAL  
620,000 S.F.



NEIGHBORHOOD COMMERCIAL  
125,000 S.F.



OFFICE AND FLEX-OFFICE  
1,000,000 S.F.



PARK PAVILION

CONNECT TO  
FUTURE RESIDENTIAL  
NEIGHBORHOODS

TRAIL CONNECTION  
TO DUNELAND &  
TRAIL CORRIDOR

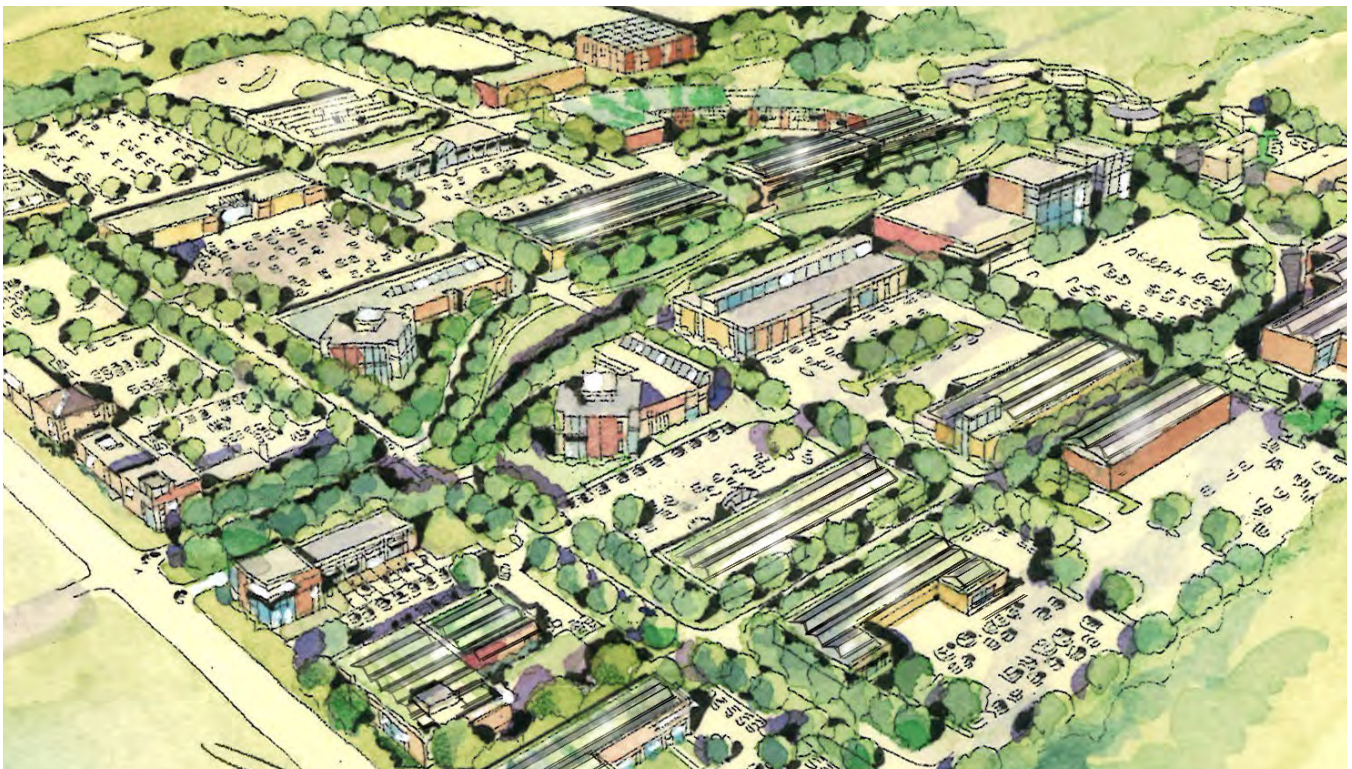
The site would feature on-site renewable energy sources, such as active solar, wind, and geo-thermal systems. There would also be a synergy between uses that would allow cradle to cradle use and reuse of recycled and salvaged materials. Example of this includes waste that is generated by one manufacturer would be the raw material for another manufacturing process and products designed and manufactured to be reclaimed and recycled without generating hazardous waste. These systems generate zero waste and help reduce transportation costs to ship materials.

The technology park could promote the development of cradle to cradle uses. As an example, the byproduct of one manufacturer becomes the raw material of another manufacturer. This synergy of uses offer opportunities to reclaim and recycle without generating

or significantly reducing harmful waste byproducts.

From a design perspective, the site features buildings close to the street with parking behind the buildings, interconnected streets with sidewalks that allow for various modes of transportation including vehicles, bicycles, and walking. On-street parking is also integrated into the design to reduce the size of off-street parking lots and overall impervious surface area. By incorporating on-street parking within this type of development, an overall reduction in parking stalls will be required within the development. As such, a reduction in impervious surface throughout the development can be achieved.

The concept also incorporates buffering on the edges of the site to manage stormwater treatment. All of the stormwater is treated on-site to reduce run-off and associated pollutants.



Also included are shared community facilities for passive and active recreation that can be used by nearby residents, visitors, and workers. There is neighborhood retail uses located within ¼ mile of the office/industrial uses.

This concept calls for 125,000 square feet of commercial uses which would be realized in one and two-story neighborhood commercial building types. There would be approximately 1,052,500 square feet of office uses built in a variety of building types ranging from one to two stories in height. And lastly, there would be approximately 620,000 square feet of industrial uses that would range from one to three stories in height.

In order to accommodate this level of development a new traffic signal will be required at the intersection of Indiana 149 and Green Technology Parkway. The signal would align with the existing Technology Drive on the west side of Indiana 149.

## Housing

### Projected Housing Needs

The housing study is designed to identify current and future housing needs. Burns Harbor's current housing profile is based on an analysis of existing data compiled from the US Census Bureau. Burns Harbor's housing statistics has the following characteristics:

- There were 456 households in 2010 and increased 23.2% by 2017 with a total of 401 households.
- Burns Harbor has higher housing values than in Indiana. The

median house value in Burns Harbor in 2017 was \$162,100 compared to \$130,200 in Indiana.

- There are a low percentage of rental units. In 2010, the share of housing units that were owner occupied was 87.4%.
- The population per household increase from 2.53 in 2000 to 2.54 in 2010.
- The overall vacancy rate was 7.9% in 2010.

The number of year-round housing units needed to house the expected future population of Burns Harbor is based on a projection of the population, family size, and vacancy. Burns Harbor is expected to grow by 300 – 400 people in the next ten years. The Town's Plan Commission has accommodated the recent growth by approving subdivisions such as The Village in Burns Harbor and Harbor Trails in 2003 with 217 and 81 lots respectively. Since the installation of the sanitary sewer system, there has been an approval of 579 residential lots in Burns Harbor. There will be an ample supply of housing units for the projected population growth in the next ten years. Considering that the average household size was 2.54 in 2010, there may even be an excess of units compared to the projected growth. A challenge facing Burns Harbor will be to accommodate the future growth without an excess supply of housing inventory. In addition, most of the new residential developments were single detached housing units. The future housing needs of Burns Harbor may include an increase in rental housing as well as a greater mixture of housing types.



## Economic Development

### Current Conditions

The Midwest has seen a significant decrease in most investment sectors as well as an increase in unemployment claims. This Plan considers various sources of information including industry trend publications, census data, federal, state, and local sources in order to provide current trends and ideas for future growth and development opportunities for Burns Harbor.

PSMJ resources point to several factors that have and will continue to impact development opportunities within our community. The key factors that will have an impact on Burns Harbor as related to economic development include the following:

- **Tighter Lending Policies.** As lenders attempt to rebound from the recession, lending policies have been tightened where by in previous years, loans for commercial and residential development may have been made at an 80% (loan) to 20% (equity) or better, this trend has moved toward 60% to 40%, which places higher capital requirements on the private sector and thus limiting those markets that were not of the highest priority.
- **Federal and State Budget difficulties.** This factor also applies to local budgets as with the implementation of property tax caps; competition for limited resources will continue necessitating generation of additional sources and or decrease in cost.

Areas for a likely development include the intersection of Indiana 149 and U.S. 20 and development areas along the Marquette Greenway Trail.

Indiana Dunes National Park is one of 418 units of the National Park System ranging from Yellowstone to the Statue of Liberty. Located in Northwest Indiana, the park includes 15 miles of Lake Michigan shoreline and 15,000 acres of biodiverse beaches, woods, prairies, and marshes. Up to 2 million visitors come to the Indiana Dunes each year.

Additional information provided by the Certified Commercial Investment Member (CCIM) Institute, states, “industrial development-based companies that have focused on market fundamentals will be well positioned to accelerate out of the downturn with long-term earnings potential enhanced. Such fundamentals include focusing on critical locations in the global supply chain and predominately infill submarket locations within those trade hubs.”

The Town of Burns Harbor has expressed a desire, based on our various community meetings, to foster additional commercial real estate development in targeted areas. Areas likely to development include the intersection of Indiana 149 and U.S. 20 (downtown) and development areas along the Marquette Greenway Trail.

| Table 1: Manufacturing Facilities Porter County |      |      |      |      |      |      |
|-------------------------------------------------|------|------|------|------|------|------|
| Unit                                            | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 |
| Porter Co                                       | 180  | 190  | 187  | 200  | 202  | 203  |
| Burns Harbor                                    | 7    | 7    | 8    | 8    | 9    | 10   |

| Table 2: Average Annual Earnings by Industry Porter County |          |          |                  |                    |              |            |
|------------------------------------------------------------|----------|----------|------------------|--------------------|--------------|------------|
|                                                            | 2014     | 2018     | Change 2014-2018 | % Change 2014-2018 | Indiana 2017 | % of State |
| All Industries                                             | \$42,421 | \$45,480 | \$4,059          | 9.80%              | \$47,588     | 95.57%     |
| Ag., For., Fishing, & Hunt.                                | \$26,311 | \$32,590 | \$6,279          | 23.86%             | \$40,109     | 81.25%     |
| Construction                                               | \$67,618 | \$68,360 | \$742            | 1.10%              | \$58,406     | 117.04%    |
| Manufacturing                                              | \$67,971 | \$72,428 | \$4,457          | 6.56%              | \$62,672     | 115.57%    |
| Wholesale Trade                                            | \$56,414 | \$58,948 | \$2,534          | 4.49%              | \$68,495     | 86.06%     |
| Retail Trade                                               | \$24,001 | \$26,574 | \$2,573          | 10.72%             | \$28,004     | 94.89%     |
| Trans. & Warehousing                                       | \$48,109 | \$53,181 | \$5,072          | 10.54%             | \$46,897     | 113.40%    |
| Information                                                | \$47,440 | \$48,608 | \$1,168          | 2.46%              | \$53,897     | 90.19%     |
| Finance & Insurance                                        | \$50,589 | \$60,285 | \$9,696          | 19.17%             | \$72,333     | 83.34%     |
| Real Est., Rent., Leasing                                  | \$32,177 | \$34,773 | \$2,596          | 8.07%              | \$45,278     | 76.80%     |
| Prof. & Tech. Svcs.                                        | \$49,979 | \$56,352 | \$6,373          | 12.75%             | \$69,697     | 80.85%     |
| Mgt.of Companies                                           | \$78,436 | \$86,926 | \$8,490          | 10.82%             | \$99,986     | 86.94%     |
| Admin. & Waste Svcs.                                       | \$34,308 | \$34,979 | \$671            | 1.96%              | \$33,025     | 105.92%    |
| Education Svcs.                                            | \$28,608 | \$30,066 | \$1,458          | 5.10%              | \$42,170     | 71.30%     |
| Health Care & Social Assist.                               | \$41,993 | \$46,366 | \$4,373          | 10.41%             | \$49,211     | 94.22%     |
| Arts, Ent. & Rec.                                          | \$18,205 | \$21,056 | \$2,851          | 15.66%             | \$33,671     | 62.53%     |
| Accom. & Food Svcs.                                        | \$13,203 | \$15,652 | \$2,449          | 18.55%             | \$16,634     | 94.10%     |
| Other Svcs.                                                | \$23,876 | \$26,717 | \$2,841          | 11.90%             | \$32,386     | 82.50%     |
| Fed.l, State & Local Govt.                                 | \$35,308 | \$38,598 | \$3,290          | 9.32%              | \$48,100     | 80.25%     |

## Regional/Local Impacts

### Manufacturing and Housing Indicators

Manufacturing in the region has been the backbone of job and tax base in many northwest Indiana the communities. As indicated in the 2008 manufacturing directory, there was slow growth in the number of manufacturing facilities in Porter County with a stable number in Burns Harbor (see Table 1).

Other key indicators include the type of facility, employment and salaries. Below is a summary of facilities and salaries in the Porter County from 2014 to 2018 (Source: Indiana Department of Labor).

As one can see by reviewing Table 2, manufacturing has a significantly higher

wage rate when compared to all other sectors in Porter County.

Based in the information provided in Table 3, it would be a reasonable assumption that most, if not all, communities would be targeting industries that paid the highest wages. With manufacturing typically comes an increase in environmental impacts including additional truck traffic. Those negative impacts are countered by increased tax base, job creation and wages paid. A balance in future developable lands as related to industry should be considered, factoring in adjoining and future land use so as to garner the highest and best use while protecting the community's quality of life.

Table 3: Average Employment by Sector Burns Harbor

|                                         | 2015 | 2016 | 2017 | Change<br>2015-2017 | % Change<br>2015-2017 |
|-----------------------------------------|------|------|------|---------------------|-----------------------|
| Total Employment                        | 691  | 693  | 777  | 86                  | 12.45%                |
| Total Private Employment                | 653  | 643  | 732  | 79                  | 12.10%                |
| Agriculture, Forestry, Fishing,<br>Hunt | 6    | 6    | 6    | 0                   | 0.00%                 |
| Mining                                  | 3    | 0    | 0    | -3                  | -100.00%              |
| Construction                            | 16   | 34   | 32   | 16                  | 100.00%               |
| Manufacturing                           | 154  | 136  | 166  | 12                  | 7.79+%                |
| Wholesale Trade                         | 54   | 41   | 52   | -2                  | -3.70%                |
| Retail Trade                            | 96   | 78   | 83   | -13                 | -13.54%               |
| Transport. and Warehousing              | 48   | 54   | 55   | 7                   | 14.58%                |
| Utilities                               | 3    | 11   | 8    | 5                   | 166.67%               |
| Information                             | 3    | 3    | 3    | 0                   | 0.00%                 |
| Finance and Insurance                   | 28   | 22   | 21   | -7                  | -25.00%               |
| Real Estate, Rental, Leasing            | 10   | 22   | 19   | 9                   | 90.00%                |
| Professional and Tech. Servs.           | 21   | 21   | 28   | 7                   | 33.33%                |
| Mgmt. of Companies                      | 0    | 0    | 0    | 0                   | 0.00%                 |
| Admin. and Waste Services               | 8    | 11   | 14   | 6                   | 75.00%                |
| Educational Services                    | 41   | 40   | 52   | 11                  | 26.83%                |
| Health Care and Social Assistance       | 79   | 69   | 91   | 12                  | 15.19%                |
| Arts, Entertain., and Recreation        | 26   | 24   | 22   | -4                  | -15.38%               |
| Accommodation and Food                  | 45   | 49   | 48   | 3                   | 6.67%                 |
| Other Service                           | 12   | 22   | 32   | 20                  | 166.67%               |
| Government                              | 38   | 50   | 45   | 7                   | 18.42%                |

**Table 4: Porter County Housing Market Statistics**

| Year | Sold  | Listing Price | Selling Price | Days on Market |
|------|-------|---------------|---------------|----------------|
| 2003 | 1,948 | \$ 181,756    | \$ 172,873    | 122            |
| 2004 | 2,161 | \$ 200,803    | \$ 192,328    | 126            |
| 2005 | 2,092 | \$ 214,700    | \$ 206,628    | 124            |
| 2006 | 1,988 | \$ 220,298    | \$ 212,866    | 116            |
| 2007 | 1,848 | \$ 233,135    | \$ 223,491    | 123            |
| 2008 | 1,454 | \$ 205,174    | \$ 196,329    | 124            |

Residential Real Estate: The Town of Burns Harbor has seen a dramatic increase in population and housing growth in recent years. While this increase is dramatic in terms of percentage of population in Burns Harbor, it represents a slight increase in the overall growth in the region that has occurred in the past five years.

Statistics provided by the Greater Northern Indiana Association of Realtors (GNIAR) and Purdue University Northwest indicate that housing sales have been steady in Porter County and the region with a recognizable decrease occurring in 2008.

**Table 5: Greater Northwest Indiana Housing Market Statistics**

| Year | Sold   | Listing Price | Selling Price | Days on Market |
|------|--------|---------------|---------------|----------------|
| 2003 | 8,738  | \$ 135,809    | \$ 131,463    | 116            |
| 2004 | 9,444  | \$ 142,424    | \$ 138,051    | 116            |
| 2005 | 9,813  | \$ 152,430    | \$ 148,252    | 110            |
| 2006 | 10,088 | \$ 152,827    | \$ 148,571    | 111            |
| 2007 | 8,842  | \$ 158,104    | \$ 152,936    | 119            |
| 2008 | 6,777  | \$ 154,558    | \$ 147,363    | 129            |

The decline in the number of units sold as well as the selling price is a trend that could be seen throughout the greater northwest Indiana market starting in 2007.

Burns Harbor specifically saw a large increase in number of units as well as sales price peaking in 2006 with a 2008 sales price significantly higher than sales price in 2003.

**Table 6: Burns Harbor Housing Market Statistics**

| Year | Sold | Listing Price | Selling Price | Days on Market |
|------|------|---------------|---------------|----------------|
| 2003 | 3    | \$ 127,267    | \$ 118,667    | 56             |
| 2004 | 9    | \$ 135,860    | \$ 132,422    | 67             |
| 2005 | 23   | \$ 155,454    | \$ 156,314    | 105            |
| 2006 | 18   | \$ 196,796    | \$ 199,927    | 91             |
| 2007 | 9    | \$ 174,556    | \$ 173,089    | 95             |
| 2008 | 10   | \$ 172,899    | \$ 171,357    | 107            |

The housing market in Porter County and Burns Harbor has seen a steady increase in values cresting in 2006. What is to be noted is that the housing value has increased in Burns Harbor by 44% based on actual sales. The Town should be aware that with an increase in housing, will typically come an increase in the cost of services for those new residents. Careful consideration should be given when authorizing additional zoning for significant residential development that one, has not been previously serviced by utilities or two, a significant

development agreement cannot be arranged with a developer without detailing the capital costs for new services.

### Cost of Service and Taxes

A cost of service study is done to identify costs and benefits as related to the different classes of property in a given community. The community cost (general government and education) is compared to various land uses with ratios being developed. Generally the segments are broken down as in Table 7.

National median information indicates that the residential sector has the least revenues and the highest expenditures as compared to all other uses. Below is a national median as provided by the American Farmland Trust (AFT) with cost of service compared to revenue generated.

Residential: \$1.18 to \$1.00  
Commercial/Industrial: \$0.38 to \$1.00  
Working/Open lands: \$0.21 to \$1.00

The Town of Burns Harbor has done a great job in maintaining and increasing levels of public service to the residents of the community while keeping property taxes and fees at a minimum. One of the key investments made by the community was the development of the sanitary sewer system. Unlike some of the surrounding communities, this investment has helped to improved the quality of life of the residents and minimize the impacts to water quality in the region.

Of the 15 taxing districts that include a city or town, Burns Harbor had lower tax rates than most of the surrounding municipalities from 2017-2019.

| Table 7: Identify Land Use Categories |            |               |              |
|---------------------------------------|------------|---------------|--------------|
| Residential                           | Commercial | Working Lands | Public Lands |
| Single Family                         | Retail     | Farms         | Local        |
| Apartment                             | Industrial | Misc          | State        |
| Mobile Home                           | Utilities  |               | Federal      |

| Table 8: Burns Harbor Property Tax Rates 2017-19 |          |      |
|--------------------------------------------------|----------|------|
| Year                                             | Tax Rate | Rank |
| 2017                                             | \$1.9428 | 4th  |
| 2018                                             | \$2.0191 | 5th  |
| 2019                                             | \$2.0525 | 4th  |

### Summary of Findings:

Economic Development and Redevelopment in Burns Harbor should be done in a targeted fashion minimizing the non-conforming land uses and allowing for commercial, residential development areas and manufacturing areas within the Town. All of these business sectors play a significant role in balancing taxation, employment opportunities and life cycle housing within the Town. With the installation of utilities throughout the Town, an effort that will maximize the use of those existing utilities should be the basis of development decisions. Tax incentives, grants and any other regulatory assistance that may be available should be targeted to those developments that will:

- Have a minimal impact on the cost of services
- Provide for redevelopment and re-use
- Provide the opportunity for the highest wages and job creation
- Meet "Community Values"

## Thoroughfares



## Transportation, Infrastructure & Utilities

### Introduction

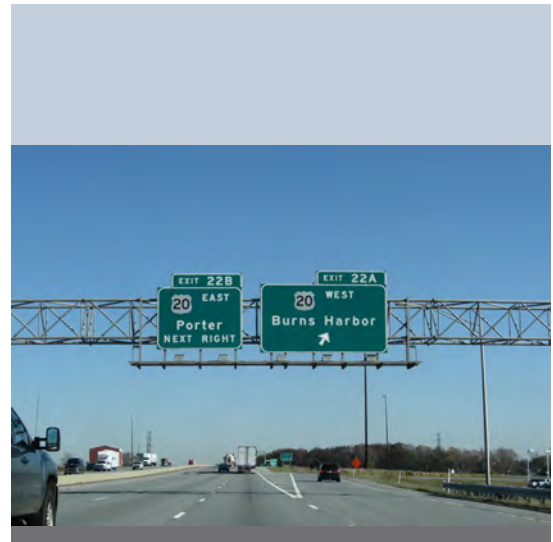
The Town has initiated this comprehensive planning effort to better prepare itself to manage and accommodate ongoing development pressures stemming from growth occurring in northwest Indiana.

The Plan will establish a vision for development over the next 10 to 20 years and will provide a framework to help ensure the vision is realized.

The Town recognizes the travel needs of its residents, local businesses, commuters, tourists and others traveling through the Town or using the transportation facilities within Burns Harbor. Furthermore, the Town recognizes its role within the transportation system, and that its policies and improvement projects need to encourage and contribute to the orderly development of the Town, County and the greater region.

The anticipated development (see land use chapter) requires planning to determine how the transportation system needs to adapt to meet demands. Transportation improvements and future land use must be planned and implemented in conjunction with one another; therefore, this chapter acknowledges the current trends in development and the location and intensity of future development, and identifies transportation improvements.

Growth and land development must be considered in the context of the Town's transportation plan. The adjacent map outlines existing thoroughfares within Burns Harbor.



Burns Harbor is part of Chicagoland (Metropolitan Chicago), the nation's third largest regional economy, with a population of 9.56 million.

The City of Chicago is a key national transportation point with the third busiest airport and busiest rail hub in the nation.

Burns Harbor's strategic location within Northwest Indiana offers low-cost, high quality living with easy access to Chicago and the logistical and economic benefits of the Chicagoland region.



The Town of Burns Harbor is currently served by a thoroughfare system that is directly impacted by and linked to Interstate 94, U.S. 12 and U.S. 20.

As new development is considered, it is recommended that a Traffic Impact Assessment (TIA) be developed as a tool for evaluating land development impacts on transportation. The premise of the TIA is to understand the impacts a specific development type will have on the existing major and minor arterial road classification system of Burns Harbor. The following steps are recommended for the Burns Harbor Development Traffic Impact Assessment.

- A. Determine the specific development types associated with the development plan (i.e., retail space by square footage or number of residential dwellings)
- B. Estimate the amount of traffic generated by the type of development. This information can be obtained by utilizing a standard source entitled "Trip Generation" by the Institute for Transportation Engineers (ITE)
- C. Determine the Level of Service as outlined by the ITE.

After this simple calculation is complete, a better idea of the impact of a specific development can be assigned based upon the Level of Service. Utilizing this information and requiring it during a development review will allow both the Town and developer to better understand the impacts specific uses will have on existing roadways. The TIA is not intended to prohibit the mixing of land uses, but rather to avoid conflict points throughout Burns Harbor.

#### Thoroughfare Patterns

The Town of Burns Harbor is currently served by a thoroughfare system that is directly impacted by and linked to Interstate 94, U.S. 12 and U.S. 20. Additionally, Indiana 149 runs north

and south through the Town. Federal and local highways cater more to regional and local traffic, while I-94 moves travelers between Chicago and Detroit. Burns Harbor has an advantage of being close to many Interstate highways: I-94, I-65 which runs southeast into Indianapolis and the Indiana Toll Road which serves as one of the country's major east-west highways. I-65 lies about 9 miles west of the Town, while the Indiana Toll Road is approximately 2 miles south. U.S. 12 and U.S. 20 offer access to other neighboring communities such as Portage to the west, and Chesterton and Michigan City to the east. Both routes, along with Indiana 149 act as urban minor arterial streets that assist in short distance traffic movement within the Town and region. Because of these numerous travel options, the focus of the Town becomes one of roadway maintenance and upkeep rather than expansion and construction.

The lack of local and collector streets is a major deficiency within the Town of Burns Harbor. It is a problem which limits the growth potential in the northeast section of Town. I-94, U.S. 12, U.S. 20 and Indiana 149 provide sufficient roadway links to the immediate area and are the emphasis of this report. As a result of this, the Town of Burns Harbor needs to improve and maintain their local streets.

### Waste Water Treatment

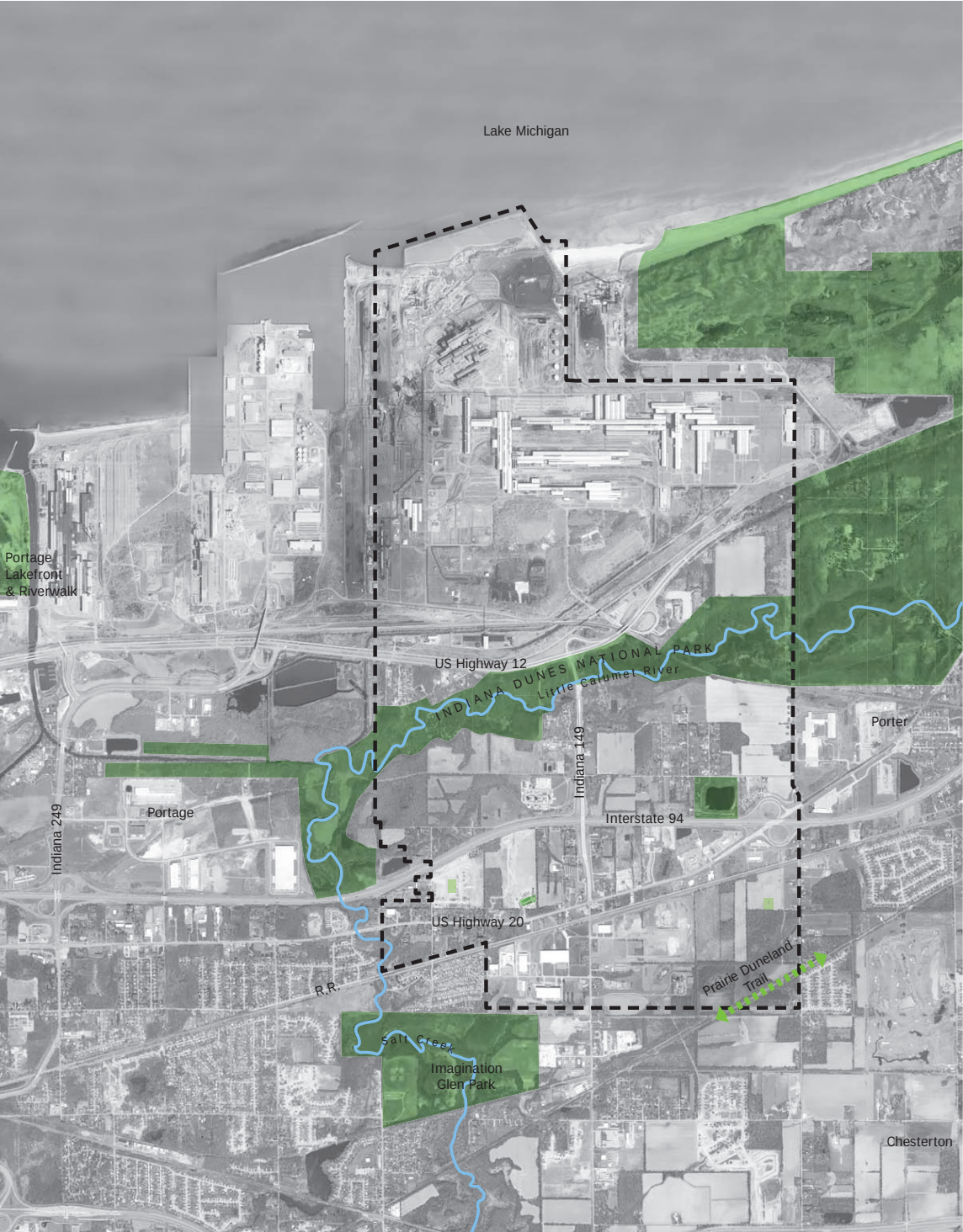
The Town of Burns Harbor purchased the Waste Water Treatment Plant at ArcelorMittal in 2005. The Town owns the facility, while ArcelorMittal Steel operates and maintains the treatment plant under the company contract with the Town. The current contract allows the treatment plant to accept a

maximum of 450,000 gallons per day from the Town. Currently, the Town is operating at about 30% of its capacity, sending, on average about 110,000 to 115,000 gpd to the facility. An extensive sewage collection system has been installed by the Town to serve both current and future land uses. An extensive sewage collection system has been modeled for the Town in 2018.

### Policies

1. Encourage the development of a convenient transportation access-management plan.
2. Encourage safe and efficient traffic management.
3. Encourage pedestrian plans for new development.
4. Large scale development plans (over 20 acres) will be required to provide a detailed transportation plan consistent with the subdivision design elements of the Zoning Ordinance.
5. Improve access to telecommunications infrastructure.
6. Development should occur in an orderly fashion to meet capacity.
7. New development must be designed in a fashion that treats stormwater on-site.

Parks & Open Space



## Parks & Open Space

### Policies

1. Encourage park dedication requirements for new development.
2. Encourage the development of recreational corridors along rivers, natural preserves and natural drainage areas.
3. Encourage environmentally sensitive lands to be used as open space or passive recreational areas.

### Opportunities

Opportunities to expand the Town park system exist in the development of the proposed sub-area plans and in further development of the Town's pathway and pedestrian network. Additional park land and trails planned throughout the Town will make recreational amenities more easily accessible to residents.

The multi-use office park site includes a central open space which extends views of the Indiana Dunes National Park into the office park. This central open space could also be used for treatment of stormwater.

The concept for the green technology park includes shared community facilities for passive and active recreation that can be used by residents, visitors, and workers. A parkway and central green with park pavilion are both recommended as is a connection to the nearby Prairie Duneland Trail corridor.

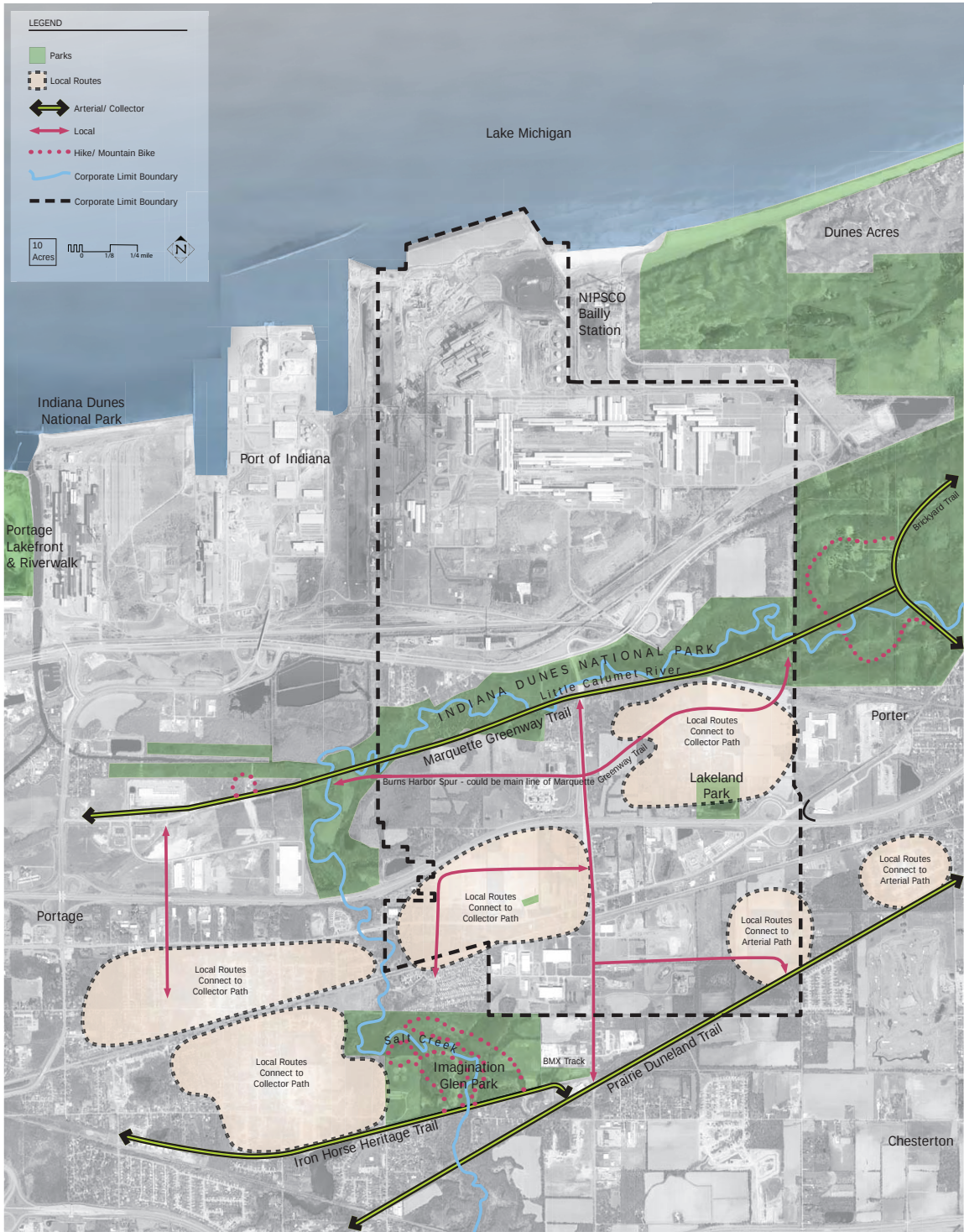
The Pathway/Pedestrian Network within the Town of Burns Harbor is a tiered system much like the automobile transportation network, however, this network is meant for a variety of pedestrian uses, not automobiles. Pedestrian uses may include



It is good to realize that if love and peace can prevail on earth, and if we can teach our children to honour nature's gifts, the joys and beauties of the outdoors will be here forever.

-Jimmy Carter, (American 39th US President (1977-81). Nobel Prize for Peace in 2002.

Pathways / Pedestrian Networks



bicyclists, hikers, walkers, runners, skateboarders, and in-line skaters along with other non-motorized types. The tiered pedestrian system allows one to easily navigate their neighborhood and town and to access the area's regional trail system without having to first get in their car.

An expanded pathway and pedestrian network in Town relies on a series of local routes which allow pedestrian level circulation within neighborhoods. These local routes may include sidewalks, neighborhood pathways and on or off-road bike lanes. A series of collector and arterial paths connect individual neighborhoods to each other throughout Town and connect to the regional trail system.

The tourism and travel industry contributed \$476.4 million to Porter County's economy in 2018.



The Comprehensive Plan presents a bold but realistic vision for Burns Harbor's future.

## Implementation

### Purpose/Introduction

Comprehensive planning processes while speaking of the need for general economic development in the community and highlighted in the Indiana Administrative Code for comprehensive planning, seldom provide action steps for economic development. This Plan, while presenting a dynamic community vision, is grounded in a reality that understands community development is incremental. Using this Plan to guide community decision making, shape physical changes, and target community investments will, in the end, enhance the quality of life in Burns Harbor.

The implementation program outlined in this section identifies specific actions that are required and procedural next steps. Regardless of the order by which the community acts to implement the Plan, the Town's decision makers must always keep in mind the community's shared vision and make decisions accordingly. Remembering the Town's slogan – Progress through Unity.

### Ordinance and Code Amendments

The Land Use chapter of this Plan should be examined to determine whether amendments to the "official controls," are required to carry out its intent. This would include reviewing the zoning and subdivision regulations that the Town uses to regulate land use and establish standards for development. Amendments to official controls may include amendments to the text of the Zoning Ordinance that affect the town as a whole, or may affect specific areas of the community, e.g., a zoning map

amendment to ensure consistency with the “Proposed Land Use” map.

### Capital Improvements

The community should consider developing a Capital Improvement Program (CIP). Being proactive, understanding that infrastructure (utilities, roads, buildings, etc) will require upgrades or improvements will assist the community in realizing the vision outlined in the Plan. The CIP should be revisited on a yearly-basis.

### Economic Development – Regional Context and Next Steps

In recent years, the Town of Burns Harbor has experienced an increase in residential platting and development. The same can be said of the residential market in neighboring jurisdictions. Today, the northwest Indiana residential market finds itself with 3,536 housing units for sale, excluding the urban centers of Hammond, Gary and East Chicago. In Porter County alone, over 600 housing units are for sale.

Northwest Indiana’s commercial / industrial market finds itself in a similar situation. Within 13 miles of the intersection of Indiana 149 and U.S. 20, four large commercial corridors have been developed or are under construction. Developments along Indiana 49 (4.6 miles from the intersection of Indiana 149 and U.S. 20), Indiana 249 (3.5 miles), U.S. 6 (7.1 miles), and U.S. 30 (13.1 miles) all offer access to immediate development opportunities (with installed utilities and roadways), populations, and disposable incomes.

The seven action items identified below are designed to provide the Town of Burns Harbor with immediate

Being proactive, understanding that infrastructure (utilities, roads, buildings, etc) will require upgrades or improvements will assist the community in realizing the vision outlined in the Plan.

short-term strategies to advance the Plan. The suggested strategies are intended to capitalize on the Town's recent infrastructure investments and immediate redevelopment opportunities. They target opportunities for neighborhood retail development, business park development, and brownfield redevelopment. And they offer suggestions for how the community can reach out to the land owners and the real estate development community.

Below is a listing of six actionable implementation strategies, responsible parties and desired outcomes.

- A. Continually update Burns Harbor Community Profile
- Redevelopment Commission
  - NWI Forum
  - NIRPC
  - NIPSCO

Outcome: Update Community Profile to include recent population growth, community improvements, Comprehensive Plan and Zoning Ordinance

- B. Identify all sites for development and or redevelopment
- Redevelopment Commission
  - Area real estate brokers
  - NWI Forum
  - NIPSCO

Outcome: Development of a Burns Harbor site catalogue with the following information for all parcels including the following: Location, Size, Visibility, Zoning, Cost, Traffic, Population, Access, Utilities and Platting.

- C. Development of targeted site selection criteria

- Redevelopment Commission
- Town Council
- Plan Commission
- Economic Development Commission
- NWI Forum

Outcome: Development of targeted site selection data for specific site(s) that have the greatest potential as well as specific areas that the Town would consider for tax increment finance and property tax abatement would be considered. Creation of the Economic Revitalization Areas (ERAs) and Economic Development Target Areas where steering development to areas that are in need of redevelopment or economic development.

- D. Identification of a Shovel Ready Site in Burns Harbor
- Redevelopment Commission
  - Town Council
  - NWI Forum
  - State of Indiana

Outcome: Identification and focus on one specific site that the Town has dedicated resources for development with the goal of this particular site would see the highest and best use, with the highest return on investment for the residents.

- E. Review cost of service as larger development projects are requested
- Redevelopment Commission
  - Town Council
  - Clerk Treasurer's Office

Outcome: Prior to moving forward with development agreements, the Town will have a clear understanding as to the cost of services for a given

development and have a greater ability to identify sources and uses of funds for a project.

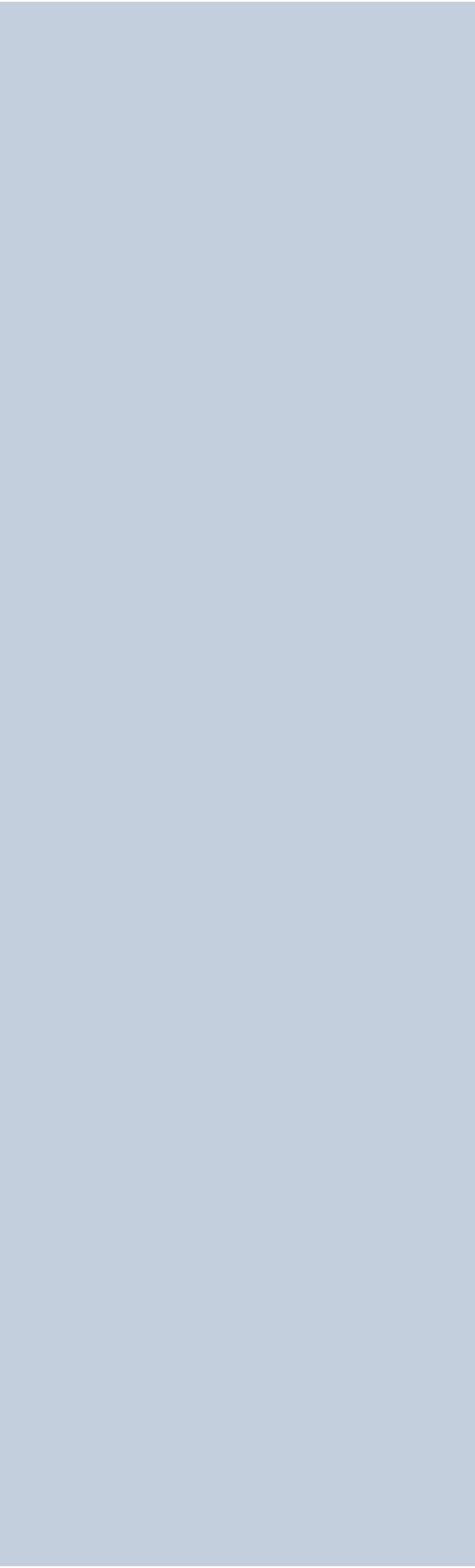
- F. Create development partnerships and or development agreements with adjoining communities and county agencies
- Town Council
  - Redevelopment Commission
  - Porter County
  - Porter County Tourism Bureau
  - Regional Development Authority
  - Northwest Indiana Regional Planning Commission

Outcome: Creation of relationships with adjoining communities and regional organization so as to limit competition for investment as well as provide for additional funding leverage with local, State and Federal agencies for projects that have significance beyond the immediate Town boundaries.

ArcelorMittal, the world's largest steelmaking company, operates its second largest U.S. facility in Burns Harbor. ArcelorMittal's Burns Harbor facility employs more than 4,000 people.

The Port of Indiana is located adjacent to the town and is a multi-modal transportation hub that handles 500,000 trucks, 10,000 railcars, 400 barges and 100 ships per year.

Burns Harbor is served by the NITCD South Shore Line. The rail line, running between South Bend and Chicago, is the 14th busiest commuter line in the country with more than 3.6 million riders annually.



# Appendix A

## Approval Documents